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THE PRINTING PROCUREMENT PROGRAM OF THE FEDERAL GOVERNMENT

REPORT OF THE TASK FORCE
ON THE PRINTING PROCUREMENT PROGRAM

TO THE

JOINT COMMITTEE ON PRINTING
UNITED STATES CONGRESS

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LETTERS OF TRANSMITTAL

Congress of the United States
Joint Committee on Printing

May 18, 1984

The Honorable Augustus F. Hawkins
Chairman
Joint Committee on Printing
Washington, D.C. 20510

Dear Mr. Chairman:

More than 15 years ago, the Joint Committee on Printing conceived and created the Federal Printing Program to ensure that Government printing would be procured competitively from the private sector as much as practicable.

The goal of this policy initiative was the development of a nationwide program administered by the Government Printing Office (GPO) to provide Federal customer agencies effectively and efficiently with quality products to meet their mission requirements. In promoting the program, the JCP also sought to establish a broad base of private printing firms throughout the nation to provide the Government's printing requirements, to achieve savings by reducing agencies' dependence on in-house facilities, and to coordinate more effectively the dissemination of Government information to the public. Today, the GPO has 11 strategically located Regional Printing Procurement Offices in addition to main GPO, and it procures approximately one-half billion dollars in printed products annually through contracts with the private sector.

About a year ago at your direction, a Task Force was formed to look at this program with a fresh perspective, to evaluate its operation, and to consider issues for improving its efficiency and responsiveness to customers. The Task force, representing Federal customers, Printing Industries of America, GPO, and the JCP, approached its task enthusiastically and devoted considerable energy, time, and thought to discussion and analysis of the issues. The representatives met monthly and, in addition, traveled to Chicago for an onsite visit and discussion with regional managers at the GPO Regional Procurement office. The Task force endorsed the JCP's original intent

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for the Federal Printing Program, and it has carefully evaluated the changes embodied in its recommendations that will strengthen the Program.

I am pleased to transmit the Printing Procurement Task Force's findings and recommendations to you. I respectfully request your adoption of the report on behalf of the Joint Committee so that the 17 recommendations made can be transmitted officially to GPO for implementation.

I am convinced that the work and thoughtful recommendations of the Task Force will ensure the viability and efficiency of the Federal Printing Program for the years ahead.

Respectfully submitted,

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Task Force Chairman

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ACCEPTED:
Augustus F. Hawkins
Chairman
Joint Committee on Printing

Congress of the United States
Joint Committee on Printing

July 25, 1984

The Honorable William Barrett
Acting Public Printer
U.S. Government Printing Office
Washington, D.C. 20401

Dear Mr. Barrett:

As you know, as Chairman of the Joint Committee on Printing I created a Task Force on the Regional Printing Procurement Program. The Task Force met regularly for almost a year to look at this program with a fresh perspective, to evaluate its efficiency and responsiveness to customer agencies.

I accepted the findings of the Task Force on May 18, 1984, and the Committee and I feel that the implementation of their recommendations will ensure the viability and efficiency of the Federal Printing Program. I request that you adopt the recommendations of the Task Force, and that you meet as soon as feasible with the Staff Director of the JCP to discuss the procedures proposed to implement the recommendations.

Thank you for your assistance on this important matter.

Sincerely,

Augustus F. Hawkins
Chairman

Enclosure

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Department of Commerce

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INTRODUCTION

On June 23, 1983, a task force created by the Joint Committee on Printing (JCP) held the first of 10 meetings to develop a set of recommendations for improving the regional printing procurement program of the Government Printing Office (GPO) (See Appendix A for list of procurement offices). The task force subsequently met on June 23 and 30, July 14 and 28, August 11 and 25, September 8 and 29, November 23, 1983; and March 6, 1984 (See Appendix B). As discussions proceeded, it became obvious that the scope should embody the entire GPO printing procurement program. Thus, the task force was charged with examining the current printing procurement program to determine if it meets customer needs.

The work of the task force centered around meetings in Washington, DC, and a field meeting in Chicago, September 13, 1983. The task force deliberations led to a statement on general policy and to 17 recommendations for specific operational improvements in the Government's printing and procurement system—designated by the JCP in 1965 as the Federal Printing Program (See Appendix C, GPO Procurement Statistics, 1980–85). These recommendations are presented and discussed in this task force report.

Background

In 1965, the Joint Committee on Printing adopted the policy that the Government, to the greatest practicable extent, should rely on the private sector for its printing requirements. The Joint Committee also adopted the policy that printing should be processed as close to the origin of the order as possible. Accordingly, the Joint Committee called for the creation of the Federal Printing Program with commercially procured printing to be administered by regional offices of the Government Printing Office and for the reduction of in-house field printing by Federal departments.

Increased Government reliance on the private sector for commercial printing requirements was first considered in the form of a staff proposal by the Joint Committee on Printing in 1964. At that time, JCP regulations divided all Government printing into two major categories: "departmental printing," which was done for nationwide use; and "field printing," was primarily for regional use. As required under Title 44, *U.S. Code*, and the Joint Committee's *Government Printing and Binding Regulations*, the Public Printer produced or procured all "departmental printing" unless the Joint Committee granted a waiver permitting field production or procurement. "Field printing" was produced in one or more of 282 field printing facilities.

During the early 1960's, however, when the movement to decentralize Federal agency headquarters was at its peak, the distinction between "departmental" and "field" printing began to present problems. The 1964 JCP staff proposal set forth a series of goals for

solving those problems: more printing could be channeled to commercial printers; less intragovernmental competition for printing services could result from a realignment of Government printing; increased efficiency and economy could be achieved through fewer, better-staffed and equipped, Government-operated printing plants; management problems associated with printing could be reduced through the development of better qualified personnel in printing procurement. The proposal also recommended that one organization, i.e. the Government Printing Office, oversee all phases of printing procurement, that electronic composition equipment be used more effectively, and that the Federal Government develop a comprehensive nationwide management concept for responding to Government printing needs.

In March 1965, the Joint Committee authorized its staff to study the feasibility of the goals set forth in the proposal, and by the end of January 1966, the Public Printer and representatives of various departments completed working with the staff of the Joint Committee on the initial phase of the study. Subsequently the Joint Committee authorized its staff and the Public Printer to move forward to establish regional printing procurement offices. In 1967, St. Louis became the site of the first regional printing procurement office; and during the 1970's the regional program was implemented in all ten Federal regions. The program was aimed at providing improved printing service for agency customers, at lessening the need for agency field printing plants, at eliminating the duplication of printing procurement activities, and at making more Government printing available to private sector printers.

During the ensuing 15 years, the program developed to the point that, by 1980, GPO was procuring 70 percent of the Federal Government's printing from the private sector. As a result, in March 1980, to determine if the program's objectives were being met, the Joint Committee on Printing began a 15-month series of public meetings across the country to examine the effectiveness of the Federal Printing Program. In conjunction with the meetings, visits were made to GPO Regional Printing Procurement Offices, departmental customers, and commercial printers. The Joint Committee found that the printing procurement system suffered from a variety of serious problems—many relating to delivery schedules, to the quality of the printed products, and to lack of communication among all participants in the printing procurement system. These findings ultimately led to further indepth examination of the Federal Printing Program and to the establishment of the Task Force on the Printing Procurement Program in 1983, for the purpose of submitting recommendations for improving the Federal printing procurement system.

The Work of the Task Force

In order to achieve a balanced perspective, the Task Force members included printing industry spokesmen, departmental printing officers, GPO procurement managers and JCP staff. The task force approach was to achieve consensus on actions needed to improve the printing procurement system.

At the first meeting, the Task Force concerned itself with organizational and scheduling matters, and with a review of the mandate

received from the Joint Committee on Printing. At the second meeting, JCP staff reviewed the history and development of the regional printing system and the Joint Committee's role in its development. Also, the Government Printing Office discussed the status of the regional printing system as well as possible changes to that system. At the third meeting, representatives from the Commerce, Agriculture, and Navy Departments and the printing industry presented their problems with the printing procurement system. At the fourth, fifth, and sixth meetings, the departments and private contractors presented their problems in dealing with GPO. The GPO responded to these prob l ms and offered potential solutions, which were discussed by the participants. During the seventh meeting, staff from the GPO General Counsel's Office addressed a variety of legal issues raised during earlier sessions.

On September 13, the Task Force met in Chicago to see the operations of a GPO regional printing procurement office and printing plant. Of special interest to the Task Force were work flow, general support functions and management of operations.

The eighth, ninth and tenth meetings of the Task Force were dedicated to formulating, reviewing, and refining recommendations to be made to the Joint Committee on Printing. This effort yielded a series of policy principles for guiding the Federal Printing Program as well as 17 specific recommendations for improving GPO service to departmental customers.

Policy Principles

In its recommendations, agreed to after its last meeting on March 6, 1984, the Printing Procurement Task Force supported the principle embodied in Title 44, *U.S. Code*, that the Federal Government's printing and distribution requirements should be accomplished by the Government Printing Office. In support of this principle the Task Force believes that the GPO should allocate its resources as required by its workload to perform these services cost-effectively and in a timely manner for the entire Federal Government. The Task Force further endorses the policy unanimously adopted in March 1965, by the Joint Committee on Printing, that the Government, to the greatest practicable extent, should rely on the private sector for its printing requirements. The Task Force is also cognizant of special mission requirements in Federal Departments that call for a limited in-house printing capability for work that is neither readily procureable in a cost-effective, timely manner, nor, for security reasons, suited to the in-plant or procurement capabilities of the GPO.

The Task Force endorses the JCP's action taken in 1965 to implement the Federal Printing Program designed to channel more Federal printing to commercial printers, and supports:

1. The further development of a nationwide program administered by the GPO under the policy direction of the Joint Committee, to coordinate and to ensure the competitive procurement of the Government's printing and distribution needs from the private commercial sector;

2. The objective of strategically located GPO regional printing and distribution procurement offices and printing plants, operated pursuant to Joint Committee on Printing authorization;

3. The steady reduction, to the degree that GPO can assume the functions and workload without sacrificing service, of both the capability of department-operated printing plants and the volume of workload retained in-house;

4. The increased efficiency and economy that results when Government printing, distribution, and printing procurement requirements are properly managed by a well-staffed, technologically advanced, service-oriented GPO; and

5. More effective public dissemination of Government publications through the Depository Library Program and the Superintendent of Document's Sales Program.

The Task Force also believes that the GPO's Regional Printing and Procurement Offices should provide quality printing and distribution services for the Government through the private commercial sector in the most timely and cost-effective manner. The Task Force agrees that, to the greatest extent possible, agency customer printing requirements originating in, or to be delivered in, a geographical region should be procured by the GPO-RPPO in that region unless insufficient competition is available to procure the products in a timely, qualitative, and cost-effective manner.

Discussion

The policy principles set forth by the Task Force are a reaffirmation of the principles that led to the creation of the Federal Printing Program. Members of the Task Force repeatedly expressed support for those principles, and agreed to include statements to that effect in the Task Force report. While the Task Force reviewed the policy principles underlying the regional printing procurement system, it also discussed some of the legal issues associated with the system, especially regarding competition among printers.

RECOMMENDATIONS OF THE TASK FORCE

The Task Force's 17 recommendations deal with improving communications among departmental customers, the Government Printing Office, and private printers from whom printing is procured; with improving ways for reviewing agencies printing needs and the capabilities for meeting those needs; with improving GPO staff capabilities; with improving contract procedures; with shortening the time required between identification of agency needs and letting the contract for procuring the needed work; with improving methods for ensuring contract compliance; and with providing opportunities for the hiring of personnel displaced by the closing of departmental field printing plants. These and other recommendations are set forth and discussed in the remainder of this Task Force report.

Recommendation 1—Interagency Council on Printing and Publications Services

"The Task Force recommends that in order to improve GPO's responsiveness to department printing and distribution needs, GPO management and departmental representatives should meet on a regularly scheduled basis. The Task Force concurs that the Interagency Council on Printing and Publications Services is the proper vehicle for communication between GPO and departmental printing and publishing officials, and recommends that the Public Printer reactivate this Council immediately. This forum should be used for information exchange, and its goals should include identifying and solving existing problems, discussing future customer requirements and sharing technological improvements and resources."

Discussion

In response to recommendations in the General Accounting Office's report entitled, *Substantial Improvements Needed in the Government Printing Offices' Services to Federal Departments and Agencies*, the Public Printer established the Interagency Council on Printing and Publication Services in February 1976. Members of this Advisory Council were high-level representatives of GPO's principal agency customers. Most members were Deputy Secretaries of Administration or their designees. Meeting weekly at first, and then biweekly, the Council identified 31 problem areas and recommended actions to alleviate them.

In reviewing the work of the Council, the Task Force found that by February 1977, substantial improvements had been made in the responsiveness of GPO and its contractors, in the quality of printed products, and in the timeliness of delivery. The Department of the Navy's representative on the Task Force reported that from 1977 through 1981 the regional printing procurement program was pro-

viding satisfactory service to his department. However, service had deteriorated since then, and it was during that same time period that the Public Printer had failed to convene a meeting of the Interagency Council. Several members of the Task Force felt that some of the procurement program's problems could be attributed to the lack of a forum to address and resolve difficulties mutually.

Members of the Task Force emphasized that the Interagency Council was more than a forum for airing complaints; it was a mechanism for high-level communication. Through the Council, the Public Printer could discuss with the agencies GPO innovations for improving service; and the agencies could discuss with the Public Printer their changing printing needs. Because of the Council's record and because of its potential for dealing with problems, innovations, and printing needs, members of the Task Force urged strongly that it be reactivated and that it meet on a regular basis.

During this discussion, an agency representative on the Task Force pointed out that the Public Printer had never officially disestablished the Council. He also noted that the Council should work at the policy level, but he argued that the Joint Committee on Printing is and should remain "the court of last resort" on printing policy.

A representative of the Government Printing Office raised a question about the authority of the Joint Committee to create or reactivate the Council. The Joint Committee staff responded that the Committee is empowered to direct the Public Printer to take any action appropriate to the proper conduct of Government printing.

The Task Force concluded that it would recommend reactivation of the Council, chaired by the Public Printer or his designeee, and that the Council's members should be drawn from policy-making levels of the agencies involved. One Task Force member suggested establishing a related body at the operational level to meet with those who were experiencing actual printing problems. Such a working group would be able to resolve many of the day-to-day problems, passing on to the Council only those problems which were not easily resolved or which raised policy questions.

Recommendation 2—Printing and Distribution Requirements and Capability of GPO To Handle Federal Customer's Requirements

"Forecasts indicate that there will be a substantial increase in the volume of commercially procured work. The Task Force recommends that in order for the GPO to properly administer this increased workload in a timely and responsive manner, the Joint Committee on Printing should direct the GPO to assess the impact on GPO of individual departmental printing and duplicating plant closings (onsite, if necessary), and identify new departmental printing and distribution requirements in each of the current GPO regions. The Joint Committee should use this information to determine the need for additional Regional Printing Procurement Offices or satellite procurement facilities, and to assess whether current procurement office staff should be enhanced to meet current and projected requirementrs. Since current information appears to

justify it, the Task Force further recommends that the Joint Committee evaluate the need for a satellite Printing Procurement Office in the National Capital Region."

Discussion

Task Force participants recognized during these meetings that departmental printing needs would increase in light of anticipated closings of departmental printing plants and duplicating facilities. Therefore, the Task Force members discussed the structure and staffing of regional offices and suggested that an attempt should be made to allocate GPO resources to meet the growing customer needs in the regions.

Some members of the Task Force said that such a review might be difficult because of the unpredictable rate and location of agency plant closings. Given these conditions, it would be difficult to estimate the volume of printing in any given region from 6–12 months in advance. However, it was clear to these members that the volume of printing to be commercially procured by GPO is increasing and the mix of job requirements is changing. It was also pointed out that GPO has not made a practice of visiting customer facilities to gain an understanding of their printing requirements, but has preferred to judge agency printing program needs only on the basis of jobs that are sent to GPO for processing.

After further discussions, it appeared to the Task Force that the type of information that would be the most useful in planning the proper levels of GPO support would include the type of work is required (e.g., copying, duplicating, printing and micrographics), how that work is now being produced, what additional services are needed (e.g., editorial and data base management), and what sources other than GPO are now being used to obtain these services. It was anticipated that the annual plans that will be submitted by the departments to the Joint Committee on Printing under the proposed *Government Printing, Binding, and Distribution Policies and Guidelines* might be a source of basic data for workload planning.

During the discussion of GPO field office support, most Task Force members stressed the valuable role that had been played by the Region 3–I Printing Procurement Office at the Washington Navy Yard in successfully providing printing and related services to meet the unique mission-related needs of the agency headquarters in the Washington Capital area. They felt that the Public Printer's action in closing this office was not sound and noted that this action was taken without the approval of the Joint Committee. An equivalent level of timely and adequate printing procurement service is not being provided by the Central GPO Office as agencies were assured would occur at the time of the Region 3–I closing.

RECOMMENDATION 3—STAFFING OF REGIONAL PRINTING PROCUREMENT OFFICES

"The Task Force recommends that the Joint Committee on Printing direct the Government Printing Office to fully staff each Regional Printing Procurement Office (RPPO) with properly trained, permanent technical personnel capable of providing all types of

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printing and distribution services to customer agencies. These services should also include the administration of copying, duplicating, and micrographics contracts (in accordance with proposed Joint Committee regulations); the aggressive conduct of required and agency-requested press inspections and pre-award surveys; customer training seminars; and regular advisory or courtesy visits to customer facilities. Each RPPO should also be adequately staffed to conduct inspections of agency printing environments as directed by the Joint Committee on Printing. The Task Force believes that by giving the RPPO's increased oversight over contractor compliance and by providing more staff for press inspections and pre-award surveys, qualified and responsible printers are more likely to be awarded contracts. Further, GPO should work with the Printing Industries of America to establish cooperative instructional programs for procurement personnel so they will be thoroughly familiar with the commercial printing industry, and so that the industry will be prepared to fulfill Government needs."

Discussion

Task Force members from customer agencies repeatedly stressed their perceptions that while 95 percent of the printing processed by GPO was satisfactory, there has been deterioration of printing support in the regions. This has been caused largely by a shortage of GPO personnel assigned in the regions and by an overall 8 percent increase in regional-order volume. The GPO's efforts to meet this volume increase were hampered by attempts to contain operating costs and the sporadic placement of inadequately trained and inexperienced trainees. Task Force members representing private sector printers also expressed concern that regional office staff did not adequately understand the printing industry.

During their discussions, Task Force members pointed to the need to recruit "crackerjack printing procurement specialists" and to develop training programs that would lead to a pool of knowledgeable persons able to deal effectively with the varied aspects of printing procurement contracts and with printing contractors. The Task Force discussed at some length the need to strengthen regional staff capabilities and strengthen local authority for selecting qualified contractors. In addition, discussion focused on staffing levels needed to conduct press inspections and pre-award surveys and to monitor contract compliance.

Task Force members also presented their perception that some regional office staff do not offer the full range of services needed to support the agencies' printing programs. It was suggested that GPO and the Printing Industry of America work together to develop a training program for GPO procurement personnel. This would include on-site exposure to Government Printing plants as well as to commercial printing plants that do Government work. This would help ensure that GPO printing procurement personnel understand the entire procurement process, including the production phases.

Recommendation 4—Standards for Mandatory Pre-Award Surveys and Press Inspections

"The Task Force recommends that GPO establish specific guidelines as to when pre-award surveys and press inspections are mandatory. These guidelines should be reviewed by the Interagency Council on Printing and Publications Services and be disseminated to contractors and customers. The criteria should include a realistic dollar threshold for the job, GPO's previous experience with the contractor, and the department's quality requirements."

Discussion

Customer agencies stressed that it is paramount that they receive a quality product in a timely fashion. In order to ensure this, the GPO conducts (1) pre-award surveys, which may include plant inspections; (2) pre-production conferences; and (3) press inspections. According to GPO representatives, pre-award surveys are not always performed; about 10 percent of all successful bidders have had to undergo pre-award surveys. However, on large, relatively complex jobs GPO would carry out a complete pre-award survey. The decision to perform the survey is determined by a variety of considerations, including past experience, the complexity of the job, the quality requirements of the customer agency, and the availability of adequate references. According to GPO representatives, the dollar value of the job plays a relatively small role in that determination. In addition, a press inspection is not usually conducted for a small job when a bidder has performed satisfactorily on previous Government work.

It was pointed out during Task Force discussions that one of the biggest obstacles to conducting pre-award surveys is the availability of staff. Because of the complexity of a pre-award survey, the lack of experienced staff is especially serious in open-posting situations because of the large number of new bidders responding to the postings. Open posting is the GPO procedure that requires printing bid solicitations to be posted and available to the public for a period of time before bids are due. Because of the complexity of conducting pre-award surveys, there are generally only limited staff in a regional office qualified to do them—usually the manager, the assistant manager, and Quality Assurance staff.

The GPO does include a requirement for a press inspection in a printing contract when an agency requests one. Typically such inspections are conducted jointly by GPO and the customer agency, and at customer agency expense. Press inspections focus on such matters as matching color, checking registration, and ensuring that the paper used meets specifications.

Industry representatives on the Task Force commented that printers are sometimes more "geared up" for a job when they believe that there will be a press inspection. Customer agency representatives stressed that both GPO and the contractor must provide the product on time with the desired level of quality.

A number of additional concerns emerged during the discussion. They include an apparent lack of clear criteria for conducting pre-award surveys; the uncertain availability of experienced personnel to conduct surveys and inspections; the reluctance of some custom-

er agencies to spend time and money on press inspections; and the difficulty in determining whether the contractor's personnel have the motivation, training, and experience to produce a quality product.

Recommendation 5—Staff Training To Assess Sales Potential and Depository Library Interest

"The Task Force believes that each RPPO must act to ensure that all publications requisitioned through its office are made known to the Superintendent of Documents so he can make them available for public access as required by law, e.g., through the Depository Library Program and the General Sales Program. The Task Force believes that unnecessary delays often occur in processing printing requisitions in the field because RPPO's are awaiting confirmation from staff of the Superintendent of Documents about the sales potential or depository library interest in a given publication. To remedy this problem, the Task Force recommends that each RPPO have specific staff assigned to this task and that they be trained by the Office of the Superintendent of Documents to ensure that sales and statutory distribution requirements are fulfilled. This training will facilitate communications between RPPO personnel and the Superintendent of Documents on the distribution of publications."

Discussion

As part of its work, the Task Force reviewed present arrangements for meeting statutory requirements for the sale and distribution of Government documents. Staff of the Superintendent of Documents determines the sales potential and the interest of depository libraries in documents to be published. The determinations must be made before the printing requisitions can be completely processed.

As described to the Task Force, the process begins when an agency decides to produce a publication and sends the Superintendent of Documents a "Notice of Intent to Publish" (GOP Form 3868). The notice gives the title and a description of the document, indicates whether it is a subscription or nonsubscription item, and explains the type of publicity the agency intends to give the publication. The notice also indicates the number of copies the agency plans on giving away and recommends a total number of copies to print.

The Superintendent of Documents in Washington determines sales potential and depository library interest, but the printing requisition is processed in the field. Delays in processing requisitions often occur in the regions because the RPPO's must wait to find out whether the Superintendent of Documents wants to order additional copies. Delays can also occur when the customer agency does not send the "Notice of Intent to Publish," when insufficient information about the document is provided, or when the Superintendent of Documents does not have sufficient time to respond. The length of time to make the determination varies with the type of job and the amount of information available to make the decision. It appears that delay, insufficient communications, or failure to un-

derstand what information is needed, may discourage the RPPO's from notifying the Superintendent of Documents of all requisitioned publications.

The Task Force discussed alternative approaches to making the required determinations of sales potential and depository library interest. Two principal alternatives were discussed: (1) establishing a direct Superintendent of Documents presence in every RPPO; and (2) having the Superintendent of Documents train appropriate RPPO staff to make the determinations required. The Task Force favors the latter alternative in the belief that such training will improve mutual understanding and communications between the Superintendent's Office and the RPPO's, and will help to reduce the likelihood of delays.

Recommendation 6—Notification of Late Delivery

"The Task Force recommends that GPO consistently and diligently notify department customers when a job will be delivered late. At present, the customer is often not notified that a delivery will be late until the actual expected delivery date."

Discussion

Task Force members who represented customer agencies stressed the important of on-time delivery of printed products. For example, materials for conferences, training courses and calenders definitely require fixed and dependable delivery dates. Agencies reported, however, that due dates often pass with neither delivery of the product nor notification that the job is running late. In these instances, the customer agency must then take the initiative to find out what the problem is and to ask when delivery can be expected. Missed deliveries and lack of notification are costly to customer agencies. For example, one agency representative on the Task Force noted a recent instance when the failure to delivery on time led to last-minute cancellation of a conference for which out-of-town participants had already arrived.

The Task Force understands that a variety of circumstances can lead to late deliveries, for example, delays in placing the job, delays in completing the printing work itself, delays in shipment, and delays on loading docks at GPO or at the customer agency. However, when it becomes clear that the scheduled delivery date will not be met, it is essential that the customer agency be notified promptly so that appropriate arrangements can be made.

The GPO's current use of shipping dates in its contracts with printers does not give its customers assurance that they will receive their products in a timely fashion. The Task Force discussed the feasibility of making contracts dependent upon delivery dates rather than shipment dates.

Recommendation 7—Amendments to Printing Procurement Contracts

"The Task Force recommends that the Government Printing Office develop a specific procedure for amending printing procurement contracts, which should include evaluating whether bid openings should be rescheduled when contract changes are complex."

Discussion

The existing process of amending GPO printing solicitations presents uncertainties and problems for the private sector printers bidding on GPO contracts. For example, low bidders sometimes fail to win a contract award because they receive an amendment by mail after the bid opening date. If each amendment is not acknowledged at bid opening, the bid is disqualified and not considered for award, even if it is the lowest bid received and it is from a reliable vendor. Complex solicitation amendments can create problems when the bid opening date is not extended or not extended sufficiently for the potential contractor(s) to analyze the amendment before he must submit his bid. The GPO does not have published procedures that provide specific actions and time frames for extensions of solicitations when amendments are necessary.

The Task Force members believe that problems such as these could be minimized, or avoided, if the procedures for amending solicitations were standardized and made clear to all parties involved. Procedures should be established to ensure timely communication with all bidders when solicitation changes are necessary, and when bid openings must be rescheduled to allow additional time for accurate responses.

RECOMMENDATION 8—TIMELINESS AND FLEXIBILITY

"The Task Force recommends that GPO establish the necessary contracts to reduce turn-around time to desired and acceptable levels, such as through expanded use of direct-deal contracts. The GPO must consider establishing guidelines that would enable departments to have some flexibility and authority to make changes to direct-deal work orders. The GPO should familiarize all departments with the conditions of different types of contracts, e.g., general usage and direct-deal contracts."

Discussion

The timely delivery of printed products was a major concern to members of the Task Force. Considerable discussion was devoted to GPO's processing procedures, which can be time-consuming and which often increase turn-around times. Scheduling is especially critical in situations where it is known that changes could occur after a contract is awarded. Task Force members agreed that these problems could be reduced by developing flexible direct-deal contracts.

The discussion touched on the legal requirement that only the GPO contracting officer may authorize changes that would involve the expenditure of Federal funds, delivery of the product, or the quantity or quality of the product. It was argued, however, that agencies need to have more flexibility in making minor changes during production. For example, at a press inspection, when changes need to be made because of errors in the agency's original specifications or because needs have changed, a GPO representative may not be available. Time and money could be saved in such instances if the agency representative could authorize the change and the new price on the spot and then notify GPO as soon as possible. In this regard, one Task Force member proposed establishing

a dollar or percentage threshold, below which the represenative of the customer agency could authorize a change.

Task Force members identified a number of potential problems associated with this proposal: the need for complete documentation of changes in the product, price or delivery time; the need for the adjusted price to be fair and reasonable; and the responsiblity of GPO to maintain an overall management control of printing jobs. It was generally agreed that finding new approaches to the problems of achieving flexibility and timeliness are important priorities for the Printing Procurement Program.

Recommendation 9—Timely Payment of Contractors

"The Task Force recommends that the Government Printing Office immediately address the staffing and procedural improvement needed to pay its printing and distribution contractors expeditiously so that the Government will benefit from prompt-payment discounts and so that private contractors will continue to seek and bid aggressively on Government printing contracts."

Discussion

The promptness with which a private contractor receives payment for services is important in shaping the reputation of the Government as a desirable customer for private printers and as an incentive for vigorous competition among printers for Government work. Prompt payment, moreover, can lead to discounts that benefit the customer agency and the taxpayer.

Although GPO is not covered by the Prompt Payment Act, Task Force members generally agreed that the GPO should adhere to the provisions of the Act. Members of the Task Force concurred that it would be appropriate to amend the Prompt Payment Act to include the GPO in its coverage.

Recommendation 10—Contract Compliance

"The Task Force recognizes that in order for the Government to obtain the maximum value for quality printing produced in a timely manner, it is necessary to buy printing from reputable, experienced printing contractors. Current processes employed by GPO for the default and disqualification of a contractor are cumbersome and time-consuming and do not effectively penalize contractors who repeatedly perform poorly. The Task Force recommends that GPO evaluate its current procedures and, with the Joint Committee's concurrence and assistance, adopt more effective methods to ensure contract compliance."

Discussion

In the view of representatives from customer agencies, the pressures that GPO places on contractors to improve quality and meet delivery schedules are not effective. In their view, GPO decisions on contractor liability for unacceptable work take too long to make, and delivery is sometimes weeks overdue. In some instances the customer agency finds that a job is not acceptable when measured against the Quality Assurance Through Attributes Program (QATAP), but because returning materials to GPO for remedial

action is so time consuming, and because the legal and institutional process may not lead to an acceptable or timely remedy anyway, poor quality work sometimes has to be accepted by the customer as a "usable product." Moreover, the contractor who has produced the poor job is generally paid in full, despite the low quality of his work. When agencies inquire about having unacceptable work redone and delivered to meet their original needs, they are told that for "rush work" they will have to pay a surcharge.

The Task Force was presented with a series of examples of jobs not printed to specifications, e.g., missing pages, incorrect numbers of copies, delays in delivery and high prices.

Because of general agreement among representatives from customer agencies that these problems are frustrating and increase costs, the Task Force discussed at some length the question of GPO procedures to ensure contract compliance through such vendor sanctions as monetary penalties, suspensions, and debarment from bidding on Government contracts.

During that discussion, it was pointed out that for late deliveries contractors can be penalized either with a liquidated damage clause or by marking the contractor's record delinquent for delivery. If a liquidated damage clause is written into the contract, GPO can impose a penalty on the contractor for late delivery if the customer agency has a requirement for delivery and can show that a monetary loss has resulted from a missed delivery date. While sometimes the entire cost cannot be recovered, liquidated damages can be levied.

There are legal restraints on the imposition of suspension and debarment sanctions. These restraints often cause differing opinions within GPO about how to deal legally with unsatisfactory contractors. Finding an appropriate balance between the two positions so that the interests of the Government are protected and the needs of customer agencies are met should be given high priority within the GPO.

Recommendation 11—Negotiated Contracts

"The Task Force recommends that GPO consult with the Joint Committee on Printing regarding statutory changes that would permit GPO to negotiate contracts in instances where negotiation would meet customer requirements more swiftly and economically."

Discussion

The printing needs of customer agencies are changing rapidly to include services other than traditional printing services, such as editorial assistance, data base management and distribution. Timely procurement of these complex services using the conventional Invitation-for-Bid is difficult because it is a lengthy, two-step process requiring pre-set specifications. In this regard, the Task Force discussed the possibility of negotiated contracts in instances where the general, functional needs of the agencies are described to the contractor so that the contractor can propose how he could meet those needs. Such an approach could reduce delays in establishing and awarding a contract that helps the agencies to meet their needs more exactly and cost-effectively.

The GPO's negotiating authority is presently limited by statute, and the Task Force reviewed and discussed these limitations with GPO legal staff. Amendments to the appropriate statutes are required to allow the Government to benefit from the advantages of negotiated contracts.

Recommendation 12—Hiring Displaced Agency Printing Personnel

"The Task Force believes that current Government employees who may be displaced by certain agency printing plant closings should be given consideration by GPO for appropriate vacancies at main GPO and in the field. The Task Force recommends that the Joint Committee on Printing direct the GPO to establish a review process for hiring some of these highly-trained employees, particularly in the regional procurement offices and field printing plants."

Discussion

The suggestion was put forward that GPO might be able to hire some of the agency printing personnel being displaced by closing of certain agency printing plants. These experienced personnel could be considered for jobs in regional GPO printing and procurement offices to deal with the expanded workload caused by the closings of agency plants. Some of the displaced staff are skilled and experienced in printing and printing procurement. The PIA also offered their support to help place these skilled printers in commercial plants.

Although the Task Force understands that GPO positions cannot be guaranteed for such displaced personnel, the Government could profit from finding ways to re-employ those skills are especially valuable.

Recommendation 13—Access to Scheduling and Contract Information

"The Task Force recommends that departments have access to scheduling and cost information that is vital to ensuring the timely delivery and price of their products. The Task Force further recommends that GPO's pilot projects with the Departments of Commerce and Navy to provide scheduling information for their products directly from the GPO to departments via computer links, be perfected. Other departments needing this information should be informed of GPO's capabilities and willingness to provide access to the system. The Task Force also recommends that the GPO assess the feasibility and desirability of permitting departments to enter certain information into the system. e.g., direct-deal ordering information and contractor compliance data, the GPO should also consider the feasibility of permitting commercial contractors to selectively access printing scheduling and contractor compliance information. The feasibility and desirability of permitting departments and contractors to electronically access contract specifications should also be evaluated."

Discussion

Representatives of agencies voiced dissatisfaction with the procedures at GPO to determine the status of procured work. They indicated that they would like to have terminals in their own offices so that they would be able to determine quickly the status of any job. Currently, telephone calls to GPO are the means of seeking that information, and agencies find that this process is time-consuming and often does not yield the information requested.

The GPO representatives on the Task Force estimated that in early 1985, agencies will be able to have access to the GPO on-line job tracking system. The further development of access to such a system will depend upon a feasibility study, software development, and Joint Committee on Printing approval of additional data-systems equipment to handle the new demands that would be placed on the GPO mainframe computer. The GPO representatives also pointed to certain security concerns that would have to be dealt with so that agencies would have access to information only on their own jobs, not on jobs for other agencies.

In the course of the discussion, it was suggested that such a system might allow an agency to deal directly with a contractor and to enter appropriate information directly into the GPO automated system through agency terminals. It might be desirable, as well, to allow agencies to access a variety of other printing management information, and to allow contractors access to information on the jobs they are doing for the Government.

Recommendation 14—Communications and Reduction of Processing Time

"To facilitate communications between departments and contractors, and to reduce the time of processing and executing printing orders, the Task Force recommends that the Printing Procurement Office at main GPO be directly responsible for communication between departments and contrators for jobs in process. The tasks of writing and administering GPO printing procurement specifications should also be performed by GPO Procurement. Representatives of GPO Production and GPO Procurement should discuss on a daily basis the practicability of retaining jobs in-house that can be economically and expeditiously produced on GPO equipment. The Task Force assumes that precise records of press availability and abstracts of costs, both in-house and out-of-house, are automated and maintained so that the information is accurate and accessible."

Discussion

According to presentations made to the Task Force, the GPO's Customer Service Division serves as the intermediary between customer agencies and GPO Procurement for work ordered through the Central Office. Agency printing requisitions, as well as inquiries on scheduling and job status, now go through Customer Service, which is in the Production Division. Once the decision is made to procure the job, Customer Service merely passes the job along to Procurement and then must go to Procurement for scheduling and job status information when agency inquiries are received. According to agency representatives on the Task Force, these administra-

tive arrangements can sometimes lead to delays and can impede communications with customer agencies. One agency representative, for example, noted that the system requires that a question from an agency go from Customer Service, to Printing Procurement, to the contractor, from the contractor, back to Printing Procurement, then to Customer Service, and finally back to the customer agency. "It just takes too long to get answers," said the agency representative.

It was suggested, therefore, that the communication function be consolidated in some way within Printing Procurement, since Printing Procurement has more direct access to the answers to the questions customer agencies ask.

The Task Force also discussed the extent to which other administrative fragmentation might be eliminated to streamline the printing procurement process. An example of such fragmentation is the separate organizational structures that currently write, administer and enforce the printing procurement specifications. In the judgment of the Task Force, consolidation of these closely interrelated administrative functions would reduce impediments in the printing procurement process.

The Task Force does not believe that GPO Production and GPO Procurement functions should be consolidated. However, it is essential for Production and Procurement to maintain regular contact with clear communication links to ensure that jobs are selected appropriately for timely in-house or contractor production.

Recommendation 15—Ombudsmen

"Communication on policy matters and technical developments is vital to a successful GPO/departmental interface. The GPO has an obligation to understand and to respond to overall departmental printing and publishing programs. The Task Force thus recommends that GPO establish a program of 'ombudsmen' for each department. This function should include the following:

(1) Thorough knowledge of the department's printing and publishing activities;

(2) Monitoring and improving the level of service provided by GPO to the department;

(3) Informing appropriate GPO personnel of a department's special requirements, future needs, and problems that may arise;

(4) Regular communication with departmental printing and publishing managers (soon to be responsible to the Information Resources Manager as defined in the proposed JCP guidelines)."

Discussion

During discussions about improving communications among customer agencies, the GPO and commercial printers, it became evident to the Task Force that the GPO's Central Office often fails to understand and to anticipate its customers' printing and publishing needs and to relate these needs to the agencies' mission requirements. All work in GPO is processed on a job-by-job basis without the coordination of these pieces as they relate to a Department's

overall mission. Various organizations within the Central Office lack the coordination and followthrough to deal effectively with customer problems and with customer agency efforts to plan printing jobs months in advance. When an RPPO's customer's requirement or problem requires Central Office review or approval, similar delays and problems result for the customer. However, the GPO Regional Printing Procurement offices are able to work more closely with their customers and are more knowledgeable of their missions and resultant printing needs. In part, this owes to their smaller size and less management layering.

An ombudsman concept was proposed by the JCP staff representatives as a solution to these problems. The ombudsmen would be similar to a large corporation's account representatives. They would be responsible for learning and understanding the agency's mission and the printing and publishing needs required to fulfill that mission. Thus, these GPO representatives would act as facilitators, cutting through the GPO's current complicated procedures to seek solutions to the problems. Additionally, they would provide guidance to customers as to the best way to obtain future GPO services for specific jobs, as well as ongoing agency programs. Furthermore, the ombudsmen would be aware of the latest advancements in printing and publishing technology and would be able to explain how new technology and all available GPO services could best be configured and implemented to enhance the level of service to the Departments. The ombudsmen would also function as referees in the event of a dispute and would make sure that the Department's concerns were clearly transmitted to the proper GPO organizations for a fair and equitable solution.

It is essential for the ombudsmen to report directly to the Public Printer to ensure that all Divisions of GPO can be effectively employed to satisfy the needs of the customers. Logically, the ombudsmen would also become the nucleus of the GPO representatives to the Interagency Council on Printing and Publications Services.

Recommendation 16—Exemption of Certain Jobs From Open-Posting Procedures

"The Task Force believes that the lowest possible price for a customer printing requirement does not necessarily reflect the additional costs that have been incurred by both departments and GPO, e.g., ensuring contractor compliance, additional shipping costs or customer travel costs, follow-up correspondence, and late deliveries or unsatisfactory products. The GPO should take into consideration these additional costs and devise new guidelines, subject to JCP approval, that exempt certain jobs (such as those with short production schedules or special quality and production requirements) from the open-posting procedures. Further, the introduction of a qualified-bidders list for levels 1 and 2 work should be investigated by GPO, and items that are restricted should not be posted nationally."

Discussion

In the Spring of 1982, the Government Printing Office initiated an open-posting procedure in all GPO printing procurement offices.

This procedure required most one-time printing solicitations and all annual contract solicitations to be posted and available to the public for a period of time. GPO management hoped that this open-posting procedure would attract bids from printing firms that had not been participating in the Federal Printing Program, thereby lowering costs through increased competition.

According to presentations made to the Task Force by GPO representatives, all printing solicitations valued at more than $250 are offered to a number of prospective bidders chosen from a rotational bid list and, in addition, are open-posted. Those printing jobs valued at under $250 are procured through informal procurement procedures and as such are not generally open-posted, even though a number of prospective bidders are still chosen from a rotational bid list. GPO strongly encourages their contracting officers to open-post solicitations for at least three days before the bids become due, even if this requires extending the agency's required schedule. Contracting officers are also strongly encouraged to open-post even the limited number of very difficult and complex jobs that by their nature require a physical inspection of the desired product by prospective bidders as a prerequisite to the submission of their bids.

The Task Force members were concerned about these posting procedures and agreed that meeting the agency's required schedule and quality were more important than GPO's rigid requirement to open-post solicitations for a fixed period of time. It was suggested that tightly-scheduled work could be open-posted for a brief period of time if that would not jeopardize its timely production. If it would, however, such work should be exempted from open posting altogether.

During the discussion, the Task Force also became concerned about who is eligible to bid on jobs, about how bidders are qualified for high-quality multi-color printing (level 1 and level 2 work under the Quality Assurance Through Attributes Program), about when pre-award surveys should be conducted, and about lead times and short deadlines.

This recommendation was included because it was the experience of Task Force members that open posting has often resulted in GPO's letting contracts without pre-award surveys to printers who had no previous experience with Government printing. This practice has resulted in late deliveries, poor quality, and extra cost to the Government. Some Task Force members argued that the problem may not be so much with the open posting but with the system for pre-award surveys and lack of sanctions against non-performing vendors. It was also pointed out that the lowest bid price should not be the only consideration in awarding a contract. Other costs to the Government, such as travel costs for press inspections, should be a factor in the award, as well as timeliness and quality. With regard to timeliness and quality, the Task Force participants cited instances when agencies have had to extend their deadlines in order to accommodate the open-posting procedure of GPO and when open posting has affected adversely the quality of service provided to the agency.

With these considerations in mind, the Task Force discussed the development of a qualified-bidders list for levels 1 and 2 work. Despite the possible difficulties in creating such a list, it was felt that

GPO should pursue the question to assess whether it could increase the service and quality to customer agencies.

Recommendation 17—Distinctions Between Level 1 and Level 2 Work

"The Task Force recommends that GPO's requirements for level 1 and 2 work under the QATAP should be redefined, if necessary to ensure that the distinction between the two levels is as precise as it should be. The possibility of an intermediate level should be studied, and customers should be informed that a single contract can have a combination of printing specification levels. The Task Force further recommends that QATAP standards be rewritten to ensure comprehension and compliance."

Discussion

During its work, the Task Force discussed whether the requirements established in the QATAP for level 1 work and level 2 work were sufficiently defined. It was felt that level 1 requires maximum quality, which results in a higher cost. On the other hand, level 2 seems to require too little quality to meet the customer's requirements, in some cases. Therefore, the introduction of an intermediate level between levels 1 and 2, some Task Force members said, would be helpful.

The Task Force also discussed the need to improve the way the QATAP standards are written. It was argued that rewriting them to achieve simplicity and directness would undoubtedly contribute to contractor comprehension and compliance.

APPENDIX A

GOVERNMENT PRINTING OFFICE REGIONAL PRINTING PROCUREMENT OFFICES

REGION 1

U.S. Government Printing Office
Regional Printing Procurement Office
John W. McCormick Post Office & Court House
Room 1402, Post Office Square
Boston, Massachusetts 02109
Telephone: 617–223–7566 FTS: 223–7566

REGION 2 (I)

U.S. Government Printing Office
Regional Printing Procurement Office
8001 Roosevelt Blvd.
Suite 306, Third Floor
Philadelphia, Pennsylvania 19152
Telephone: 215–951–5585 FTS: 486–5585

REGION 2 (II)

U.S. Government Printing Office
Regional Printing Procurement Office
201 Varick Street, Room 752
New York , New York 10014
Telephone: 212–620–3321 FTS: 660–3321

REGION 3 (I)

U.S. Government Printing Office
Rapid Response Center (Procurement)
1st and N Streets, S.E.
Washington, D.C. 20403
Telephone: 202–755–2110 FTS: 755–2110

REGION 3 (II)

U.S. Government Printing Office
Regional Printing Procurement Office
11836 Bunker Blvd., Suite 400
Newport News, Virginia 23606
Telephone: 804–873–2800

REGION 4

U.S. Government Printing Office
Regional Printing Procurement Office
R. B. Russell FOB, Room 788
75 Spring St., SW
Atlanta, Georgia 30303
Telephone: 404–221–5198 FTS: 242–5198

GPO Satellite Procurement Office
Room 122
Rivers Federal Office Building
334 Meeting Street
Charleston, South Carolina 29403
Telephone: 808–724–4137 FTS: 677–4137

REGION 5 (I)

U.S. Government Printing Office
Regional Printing Procurement Office
610 South Canal St., Room 1051
Chicago, Illinois 60607
Telephone: 312–353–3916 FTS: 353–3916

REGION 5 (II)

U.S. Government Printing Office
Regional Printing Procurement Office
200 North High Street
Federal Building, Room 614
Columbus, Ohio 43215
Telephone: 614–469–6884 FTS: 943–6884

REGION 6

U.S. Government Printing Office
Regional Printing Procurement Office
210 N. Tucker Blvd., Room 216
St. Louis, Missouri 63101
Telephone: 314–425–4371 FTS: 279–4371

REGION 7

U.S. Government Printing Office
Regional Printing Procurement Office
U.S. Courthouse & Federal Office Building
Room 3B7, 1100 Commerce Street
Dallas, Texas 75242
Telephone: 214–767–0451 FTS: 729–0451

GPO Satellite Procurement Office
2851 ABG/DAR, Building 1552
Kelly A.F.B., San Antonio, Texas 78241
Telephone: 512–229–4775 FTS: 730–4775

REGION 8

U.S. Government Printing Office
Regional Printing Procurement Office
Denver Federal Center
Building 53, Room D–1010
Denver, Colorado 80225
Telephone: 303–236–5292 FTS: 776–5292

REGION 9 (I)

U.S. Government Printing Office
Regional Printing Procurement Office
Room 2E26, Federal Office Building
15000 Aviation Boulevard
Lawndale, California 90261
Telephone: 213–536–6650 FTS: 966–6650

REGION 9 (II)

U.S. Government Printing Office
Regional Printing Procurement Office
Building 99, Treasure Island
San Francisco, California 94130
Telephone: 415–974–0847 FTS: 454–0847

REGION 10

U.S. Government Printing Office
Regional Printing Procurement Office
4735 East Marginal Way, South
Seattle, Washington 98134
Telephone: 206–764–4726 FTS: 399–4726

FEDERAL PRINTING REGIONS

(Alaska is Region 11, and Hawaii is Region 12. Procurement offices have not yet been established.)

Existing/Proposed Satellite Offices

- ★ San Antonio, Texas
- ★ Charleston, South Carolina
- ★ San Diego, California
- ★ New Orleans, Louisiana
- ★ Oklahoma City, Oklahoma

APPENDIX B

AGENDA FOR MEETINGS OF THE PRINTING PROCUREMENT TASK FORCE

JUNE 23, 1983—
Agenda: Presentation by the Staff Director, Joint Committee on Printing
Topics:
1. Mandate of the Task Force
2. Schedule of meetings
3. Initial perceptions of Task Force members regarding problems in the Regional Printing Procurement Program

Participants:
Joint Committee on Printing
Thomas J. Kleis, Staff Director
Faye Padgett, Assistant Staff Director
Roy C. Breimon, Administrative Manager
Nevin Brown, Professional Staff
Government Printing Office
Thomas Cullen, Assistant Public Printer for Procurement
Patricia Havey, Printing Procurement Manager
W.L. Gardner, Superintendent, Regional Printing and Procurement Division
Printing Industries of America
Benjamin Y. Cooper, Vice President, Government Affairs
Barry Heyman, Art Litho Printing Company
Department of Agriculture
Al Sentor
Department of Commerce
David Farber, Director, Office of Publications
Department of the Navy
James L. Cherny, Director, Navy Publications and Printing Service

JUNE 30, 1983—
Agenda: Presentation by the Joint Committee on Printing and the Government Printing Office
Topics:
1. History and development of the regional printing system
2. Role of the Joint Committee in the development of the regional printing system
3. Current and projected GPO practices for procurement of printing

Participants:
Joint Committee on Printing
Thomas J. Kleis, Staff Director
Faye Padgett, Assistant Staff Director
Roy C. Breimon, Administrative Manager
Nevin Brown, Professional Staff
Government Printing Office
Thomas Cullen, Assistant Public Printer for Procurement
Patricia Havey, Printing Procurement Manager
W.L. Gardner, Superintendent, Regional Printing and Procurement Division
Printing Industries of America
Benjamin Y. Cooper, Vice President, Government Affairs
Barry Heyman, Art Litho Printing Company
Department of Agriculture
Thomas Tanner, Printing Branch
Department of Commerce
David Farber, Director, Office of Publications
Department of the Navy
James Fellows, Navy Publications and Printing Service

AGENDA FOR MEETINGS OF THE PRINTING PROCUREMENT TASK FORCE—Continued

JULY 14, 1983—
Agenda: Presentation by the Dept. of Ccmmerce; the Dept. of Agriculture; the Dept. of the Navy; and the Printing Industries of America
Topics:
1. Agency views on the regional printing system;
2. Industry views on the regional printing system.
Participants:
Joint Committee on Printing
Thomas J. Kleis, Staff Director
Faye Padgett, Assistant Staff Director
Roy C. Breimon, Administrative Manager
Nevin Brown, Professional Staff Member
Government Printing Office
Thomas Cullen, Assistant Public Printer for Procurement
Patricia Havey, Printing Procurement Manager
James Payne, Manager, Customer Service
W.L. Gardner, Superintendent, Regional Printing and Procurement Division
Printing Industries of America
Benjamin Y. Cooper, Vice President, Government Affairs
Barry Heyman, Art Litho Printing Company
Department of Agriculture
Al Sentor
Department of Commerce
David Farber, Director, Office of Publications
Department of the Navy
H.F. Burby, Deputy Director, Navy Publications and Printing Service
James Fellows, Navy Publications and Printing Service

JULY 28, 1983—
Agenda: Presentation by the Government Printing Office, Printing Procurement Office
Topics:
1. GPO procurement regulations
2. Use of "direct-deal" contracts, conditions (e.g., timeliness) and procedures for their use
3. Procedures used for bid postings, including the practice of a nationwide open posting system
4. Procedures for using distribution contracts
5. Use of a "must deliver" date rather than "ship date" and penalty of liquidated damages
6. Process used for qualifying a contractor, including the use of pre-award surveys
7. Process used for qualifying classified contractors;
8. Transfer of requisitions for more geographical restrictions of work
Participants:
Joint Committee on Printing
Thomas J. Kleis, Staff Director
Faye Padgett, Assistant Staff Director
Nevin Brown, Professional Staff Member
Government Printing Office
Patricia Havey, Printing Procurement Manager
W.L. Gardner, Superintendent Regional Printing and Procurement Division
Printing Industries of America
Benjamin Y. Cooper, Vice President, Government Affairs
Barry Heyman, Art Litho Printing Company
Department of Agriculture
Al Sentor
Warren Bell, Printing Branch
Department of Commerce
David Farber, Director, Office of Publications
Department of the Navy
H.F. Burby, Deputy Director, Navy Publications and Printing Service
James Fellows, Navy Publications and Printing Service

AGENDA FOR MEETINGS OF THE PRINTING PROCUREMENT TASK FORCE—Continued

AUGUST 11, 1983—

Agenda: Presentation by the Government Printing Office, Printing Procurement Office

Topics:

1. Contracts and quality assurance for marginally punched continuous forms
2. Use of editorial contracts
3. Use of distribution contracts, including traffic contracts
4. Copier service centers, manned and unmanned
5. Access to on-demand printing from a department's data base
6. Departmental printing study by the Office for Management and Budget and the Government Printing Office

Participants:

Joint Committee on Printing
- Thomas J. Kleis, Staff Director
- Faye Padgett, Assistant Staff Director
- Nevin Brown, Professional Staff Member

Government Printing Office
- Patricia Havey, Printing Procurement Manager
- W.L. Gardner, Superintendent, Regional Printing and Procurement Division

Printing Industries of America
- Benjamin Y. Cooper, Vice President, Government Affairs
- Barry Heyman, Art Litho Printing Company
- Harland Roby

Department of Agriculture
- Warren Bell, Printing Branch

Department of Commerce
- David Farber, Director, Office of Publications

Department of the Navy
- H.F. Burby, Deputy Director, Navy Publications and Printing Service
- James Fellows, Navy Publications and Printing Service

AUGUST 25, 1983—

Agenda: Presentation by the Government Printing Office, Superintendent of Documents and Procurement Office

Topics:

1. Press inspections in the field and at the main GPO
2. Agency use of printing evaluation form
3. Ability to track jobs in the field and at the main GPO
4. Scheduling and re-scheduling of jobs
5. Communication problems that agencies experience with the GPO Customer Service Office
6. Decision process followed by the Superintendent of Documents to ride a print order
7. Update on the Customer Service Office's data systems

Participants:

Joint Committee on Printing
- Thomas J. Kleis, Staff Director
- Faye Padgett, Assistant Staff Director
- Roy C. Breimon, Administrative Manager
- Nevin Brown, Professional Staff Member

Government Printing Office
- Thomas Cullen, Assistant Public Printer for Procurement
- Patricia Havey, Printing Procurement Manager
- Joseph Mills, Chief, Documents Control Branch, Superintendent of Documents
- W.L. Gardner, Superintendent, Regional Printing and Procurement Division
- James L. Payne

Printing Industries of America
- Benjamin Y. Cooper, Vice President, Government Affairs
- Barry Heyman, Art Litho Printing Company
- Harland Roby

AGENDA FOR MEETINGS OF THE PRINTING PROCUREMENT TASK FORCE—Continued

Department of Agriculture
Al Sentor
Department of Commerce
David Farber, Director, Office of Publications
Department of the Navy
James L. Cherny, Director, Navy Publications and Printing Service
James Fellows, Navy Publications and Printing Service

SEPTEMBER 8, 1983—
Agenda: Presentation by the Government Printing Office, Comptroller and General Counsel
Topics:
1. Application of surcharges
2. Improving the procedures for duplicating contracts, possibly through the use of long-term contracts, the use of deposit accounts and daily requisitions
3. Legal process for disqualifying a contractor
4. Billing and payment procedures
5. Re-establishment of the Public Printer's Agency Advisory Council

Participants:
Joint Committee on Printing
Thomas J. Kleis, Staff Director
Anthony Zagami, General Counsel
Faye Padgett, Assistant Staff Director
Nevin Brown, Professional Staff Member
Government Printing Office
Thomas Cullen, Assistant Public Printer for Procurement
Patricia Havey, Printing Procurement Manager
W.L. Gardner, Superintendent, Regional Printing and Procurement Division
Garrett E. Brown, Office of General Counsel
Thomas Magnetti, Office of General Counsel
William Klug, Assistant Public Printer for Administration
Gary Sebold, Comptroller
Printing Industries of America
Benjamin Y. Cooper, Vice President, Government Affairs
Hariand Roby
Department of Agriculture
Al Sentor
Department of Commerce
David Farber, Director, Office of Publications
Department of the Navy
James L. Cherny, Director, Navy Publications and Printing Service

SEPTEMBER 13, 1983—
Agenda: Site visit to the GPO regional printing procurement office and field printing plant in Chicago, Illinois.
Topics:
1. Procedures for use of Direct Deal Contracts, and under what conditions
2. Effect on RPPO of nationwide open posting system
3. Timeliness of deliveries: Use of a "must deliver" date rather than "ship date"
4. Process of qualifying a contractor, including pre-award surveys
5. Effect on RPPO of transferring requisitions from one geographical area to another (also effect on customer agency)
6. Press inspections in the field
7. RPPO's ability to track status of jobs
8. Timeliness of GPO's bill paying now that that process handled at main GPO, and contractor complaints
9. Quality Assurance problems in the field
10. The use of duplicating contracts
11. The procedure for disqualification of contractors who consistently perform badly—procedural changes needed
12. The process of communication between customers and commercial printers, and any effect of new procedures on this relationship
13. RPPO staff size and training program

AGENDA FOR MEETINGS OF THE PRINTING PROCUREMENT TASK FORCE—Continued

14. RPPO communication problems with main GPO
15. Input of complaints on contractor performance by RPPO Contracting Officer
16. Does posting make contract compliance more difficult

Participants:

Joint Committee on Printing
Thomas J. Kleis, Staff Director
Faye Padgett, Assistant Staff Director
Roy C. Breimon, Administrative Manager
Nevin Brown, Professional Staff Member

Government Printing Office
Thomas Cullen, Assistant Public Printer for Procurement
Patricia Havey, Printing Procurement Manager
W. L. Gardner, Superintendent, Regional Printing and Procurement Division

Printing Industries of America
Benjamin Y. Cooper, Vice President, Government Affairs
Barry Heyman, Art Litho Printing Company
Harland Roby

Department of Agriculture
Warren Bell

Department of the Navy
James L. Cherny, Director, Navy Publications and Printing Service

SEPTEMBER 29, 1983—

Agenda: Initial formulation and discussion of recommendations to be submitted to the Joint Committee on Printing

Participants:

Joint Committee on Printing
Thomas J. Kleis, Staff Director
Faye Padgett, Assistant Staff Director
Roy C. Breimon, Administrative Manager
Nevin Brown, Professional Staff Member

Government Printing Office
Thomas Cullen, Assistant Public Printer for Procurement
Patricia Havey, Printing Procurement Manager
W. L. Gardner, Superintendent, Regional Printing and Procurement Division

Printing Industries of America
Benjamin Y. Cooper, Vice President, Government Affairs
Barry Heyman, Art Litho Printing Company
Harland Roby

Department of the Navy
James L. Cherny, Director, Navy Publications and Printing Service

NOVEMBER 23, 1983—

Agenda: Review, discussion, and modification of draft recommendations document

Participants:

Joint Committee on Printing
Thomas J. Kleis, Staff Director
Faye Padgett, Assistant Staff Director
Roy C. Breimon, Administrative Manager
Nevin Brown, Professional Staff Member
James Bradley, Professional Staff Member

Government Printing Office
Thomas Cullen, Assistant Public Printer for Procurement
Patricia Havey, Printing Procurement Manager
W.L. Gardner, Superintendent, Regional Printing and Procurement Division

Printing Industries of America
Benjamin Y. Cooper, Vice President, Government Affairs
Barry Heyman, Art Litho Printing Company
Harland Roby

Department of Agriculture
Warren Bell, Printing Branch

AGENDA FOR MEETINGS OF THE PRINTING PROCUREMENT TASK FORCE—Continued

Department of Commerce
David Farber, Director, Office of Publications
Department of the Navy
H.F. Burby, Deputy Director, Navy Publications and Printing Service
James Fellows, Navy Publications and Printing Service

MARCH 6, 1984—
Agenda: Review, discussion, adjustment and approval of final recommendations document
Participants:
Joint Committee on Printing
Thomas J. Kleis, Staff Director
Faye Padgett, Assistant Staff Director
Roy Breimon, Administrative Manager
Jim Bradley, Professional Staff Member
Nevin Brown, Professional Staff Member
Government Printing Office
Thomas Cullen, Assistant Public Printer for Procurement
Patricia Havey, Printing Procurement Manager
W.L. Gardner, Superintendent, Regional Printing and Procurement Division
Robert McKendry
Printing Industries of America
Benjamin Y. Cooper, Vice President, Government Affairs
Barry Heyman, Art Litho Printing Company
John Runyon
Department of Commerce
Jack Doherty
Department of the Navy
James L. Cherny, Director, Navy Publications and Printing Service
James Fellows, Navy Publications and Printing Service

APPENDIX C

GPO REGIONAL PRINTING PROCUREMENT OFFICE STATISTICS, FY 1980–85

	Total Orders	Total $ Value	Staffing level at end of year
All Regional Printing Procurement Offices (Excluding RRC & RPPO Washington, DC)			
1985	207,424	219,244,440	183
1984	205,588	208,273,967	175
1983	186,856	186,714,630	168
1982	176,073	182,561,514	174
1981	165,863	173,587,571	191
1980	157,633	157,670,292	189
All Regional Printing Procurement Offices (Including RRC & RPPO Washington, DC)			
1985	213,343	228,269,570	192
1984	205,588	208,273,967	175
1983	186,856	186,714,630	168
1982	179,194	198,320,739	174
1981	182,793	217,508,288	191
1980	194,782	208,836,674	189
Region 1: Boston, MA			
1985	5,125	4,636,077	6
1984	5,014	4,346,080	7
1983	4,716	4,084,339	5
1982	3,740	3,660,494	5
1981	3,600	3,503,272	7
1980	4,219	3,312,347	7
Region 2: New York, NY			
1985	11,986	11,694,126	13
1984	11,329	11,132,668	11
1983	10,112	8,839,730	10
1982	8,995	10,517,015	8
1981	8,429	7,374,842	10
1980	9,043	7,709,171	10
Region 2: Philadelphia, PA			
1985	26,307	28,387,619	19
1984	25,954	26,707,388	18
1983	25,468	26,471,942	17
1982	25,149	26,176,177	17
1981	26,088	24,064,218	19
1980	23,813	22,245,463	20
Region 3: Washington, DC—(Disestablished 1/82)			
1985	N/A	N/A	N/A
1984	N/A	N/A	N/A
1983	N/A	N/A	N/A
1982	3,121	15,759,225	25
1981	16,930	43,920,717	24
1980	37,149	51,166,382	24

GPO REGIONAL PRINTING PROCUREMENT OFFICE STATISTICS, FY 1980-85—Continued

	Total Orders	Total $ Value	Staffing level at end of year
Region 3: Rapid Response Center (RRC) Washington, DC (Established 10/84)			
1985	5,919	9,025,130	9
1984	N/A	N/A	N/A
1983	N/A	N/A	N/A
1982	N/A	N/A	N/A
1981	N/A	N/A	N/A
1980	N/A	N/A	N/A
Region 3: Hampton, VA			
1985	14,561	19,489,089	13
1984	14,584	21,140,987	14
1983	12,730	17,266,762	14
1982	11,656	16,641,034	10
1981	11,374	17,590,242	13
1980	9,924	15,329,467	10
Region 4: Atlanta, GA			
1985	31,778	31,689,119	22
1984	29,136	32,584,673	21
1983	25,995	24,459,536	20
1982	26,113	24,747,222	17
1981	25,471	23,994,663	18
1980	24,926	22,008,442	19
Region 5: Chicago, IL			
1985	14,906	32,406,857	15
1984	21,710	25,651,301	13
1983	12,639	23,134,646	13
1982	11,532	23,425,308	13
1981	10,227	22,901,271	13
1980	9,718	18,254,902	13
Region 5: Columbus, OH			
1985	11,933	9,308,863	14
1984	13,078	9,000,311	10
1983	10,627	9,558,071	12
1982	9,140	7,469,250	11
1981	7,081	7,518,485	11
1980	8,032	12,415,781	11
Region 6: St. Louis, MO			
1985	15,859	16,760,001	14
1984	14,619	14,452,792	15
1983	15,841	13,260,032	13
1982	15,017	12,008,591	13
1981	13,026	11,163,927	13
1980	10,814	8,329,629	13
Region 7: Dallas, TX			
1985	28,455	20,831,626	19
1984	29,029	22,989,341	18
1983	30,164	21,342,931	18
1982	27,545	21,027,680	17
1981	25,823	18,530,249	17
1980	23,641	15,519,519	18

GPO REGIONAL PRINTING PROCUREMENT OFFICE STATISTICS, FY 1980–85—Continued

	Total Orders	Total $ Value	Staffing level at end of year
Region 8: Denver, CO			
1985	11,692	13,848,664	13
1984	11,632	11,785,075	13
1983	10,966	11,867,231	13
1982	10,353	10,807,891	8
1981	9,989	11,701,495	12
1980	9,284	10,353,177	12
Region 9: Los Angeles, CA			
1985	9,790	9,122,730	11
1984	8,564	8,902,821	14
1983	8,166	8,587,440	11
1982	7,699	8,128,457	11
1981	6,871	7,091,765	12
1980	7,117	6,457,129	11
Region 9: San Francisco, CA			
1985	13,267	11,992,781	13
1984	11,475	11,740,727	12
1983	11,892	11,619,055	12
1982	11,898	11,255,726	12
1981	11,393	11,607,385	14
1980	11,115	9,936,569	13
Region 10: Seattle, WA			
1985	11,765	8,476,878	11
1984	9,464	7,839,803	9
1983	7,540	6,222,915	10
1982	7,216	6,696,669	7
1981	6,491	6,545,757	8
1980	5,987	5,798,696	8
Central Office:			
Purchase Division			
1985	[1] 16,211	[1] 172,217,145	57
1984	20,061	170,617,101	49
1983	15,655	122,023,812	48
1982	14,288	117,853,618	43
1981	10,334	179,274,936	[2] 53
1980	10,483	141,512,468	[2] 50
Term Contracts Division			
1985	[3] 78,799	[3] 152,064,852	78
1984	81,589	135,921,494	67
1983	76,944	127,004,375	58
1982	58,862	92,269,149	61
1981	67,215	70,400,195	[3] 96
1980	50,507	104,596,171	[3] 93

[1] Annualized from 11 months figures.
[2] Formerly Specifications Division.
[3] Formerly COPPD (One-Time Small Purchase Term Contract).

Sources—Data for Fiscal Year 1987 budget hearing furnished by Assistant Comptroller and Comparative Income Statement for FY–1985.

Notes—Region III (Washington) closed January 1982. Rapid Response Center assumed operation October 1984. Dallas office figures include orders placed through the San Antonio Satellite office. Staffing numbers do not include Contract Management Division or administrative staff.

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